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UNCLAS SECTION 01 OF 04 SINGAPORE 003429

SIPDIS

STATE FOR INL
JUSTICE FOR OIA AND ARMLS
TREASURY FOR FINCEN
DEA FOR OILS AND OFFICE OF DIVERSION CONTROL
CIA FOR CNC

SENSITIVE BUT UNCLASSIFIED

SIPDIS

E.O. 12958: N/A
TAGS: [KCRM](#) [SNAR](#) [ECON](#) [ETRD](#) [PREL](#) [SN](#)
SUBJECT: 2006-2007 INTERNATIONAL NARCOTICS CONTROL STRATEGY
REPORT (INCSR) PART I, DRUGS AND CHEMICAL CONTROL

REF: STATE 155088

11. Per reftel instructions, Post submits its draft 2006-2007 International narcotics Control Strategy Report, Part I Q Drug and Chemical Control. Part II will be submitted septel.

1I. Summary

12. The Government of Singapore (GOS) enforces stringent counter narcotics policies through strict laws (including the death penalty), vigorous law enforcement, and active prevention programs. Singapore is not a producer of precursor chemicals or narcotics, but as a major regional financial and transportation center, it is an attractive target for money launderers and drug transshipment. Corruption cases involving Singapore's counter narcotics and law enforcement agencies are rare, and their officers regularly attend U.S.-sponsored training programs as well as regional forums on drug control.

13. Narcotics trafficking and abuse are decreasing in Singapore. According to GOS statistics, the number of drug abusers arrested decreased by 17 percent to 793 in 2005, down from 955 in 2004. That was the lowest number recorded in 20 years. The number of new abusers arrested also decreased, by 25 percent to 453 in 12005. One notable exception, however, is the increase in synthetic drug abuse (to include methamphetamine, MDMA (Ecstasy), Erimin-5 and Nimetazepam). In 2005, 79 percent of the total offenders arrested were involved with synthetic drugs, as compared with 56 percent in 2004. Singapore is a party to the 1988 UN Drug Convention.

II. Status of Country

14. In 2006, there was no known production of illicit narcotics or precursor chemicals in Singapore. While Singapore itself is not a known transit point for drugs or precursor chemicals, it is the busiest transshipment port in the world. The sheer volume of cargo passing through makes it likely that some illicit shipments of drugs and chemicals pass through undetected. With few exceptions, Singapore does not screen containerized shipments unless they enter its customs territory.

III. Country Actions Against Drugs in 2005

15. Policy Initiatives. Singapore has continued to pursue a strategy of demand and supply reduction for drugs. Singapore has worked closely with numerous international groups dedicated to drug education, including the Partnership for a Drug-Free

America. In addition to arresting drug traffickers, Singapore focuses on arresting and detaining drug abusers for treatment and rehabilitation, providing drug detoxification and rehabilitation, and offering vigorous drug education in its schools. Singaporeans and permanent residents are subject to random drug tests. The Misuse of Drugs Act (MDA) gives the Singapore Central Narcotics Bureau (CNB) the authority to commit all drug abusers to rehabilitation centers for mandatory treatment and rehabilitation. Since 1999, individuals testing positive for consumption of narcotics have been held accountable for narcotics consumed abroad as well as in Singapore.

¶16. In an effort to curb rising synthetic drug abuse, Singapore enacted stricter penalties in 2005 for first-time and repeat synthetic drug offenders, including up to 10 years imprisonment and caning. The penalties for trafficking in synthetic drugs are less severe than for trafficking of cocaine, heroin, and marijuana, for which offenders can be subject to the death penalty.

¶17. On August 14, 2006, the GOS classified Buprenorphine, the active ingredient in Subutex, as a Class A Controlled Drug under the First Schedule of the Misuse of Drugs Act. This means that, unless dispensed by a licensed physician or practitioner, the importation, distribution, possession and consumption of Subutex is a felony offense. Subutex is a heroin substitute clinically used in the detoxification/rehabilitation of heroin addicts.

¶18. Law Enforcement Efforts. Singapore narcotics officials consider declines in arrests and seizures as signs of successful law enforcement efforts. As noted above, arrests for drug-related offenses declined 17 percent from 955 in 2004 to 793 in ¶2005. These statistics include persons arrested for trafficking offenses, possession, and consumption. Despite the overall

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downward trend, arrests for methamphetamine offenses increased 14 percent. Seventy-nine percent of drug arrests in 2005 involved synthetic drugs, including Nimetazepam (26 percent of total arrests); Ketamine (24 percent); Methamphetamine (18 percent); and MDMA or Ecstasy (11 percent). This is the first time that arrests for Nimetazepam exceeded those for Ketamine. Non-synthetic drug-related arrests included marijuana (13 percent); heroin (8 percent); and cocaine (0.4 percent).

¶19. In 2005, authorities executed 48 major operations, during which they dismantled 27 drug syndicates. A majority of these arrests were conducted during sweeps of synthetic drug distribution groups, which were infiltrated by undercover Singapore narcotics officers. Singapore narcotics officers frequently perform undercover work, purchasing small, personal-use amounts of narcotics from distributors. These sweeps often produce additional arrests when subjects present at arrest scenes test positive for the presence of narcotics in their system.

¶10. Corruption. The CNB is charged with the enforcement of Singapore's counter narcotics laws. The CNB and other elements of the government are well-trained professional investigators. Singapore is widely recognized as one of the least corrupt countries in the world. Neither the government nor any senior government officials engage in, encourage or facilitate the production or distribution of narcotics or other controlled substances, or the laundering of proceeds from illegal drug transactions.

¶11. Agreements and Treaties. Singapore is a party to the 1988 UN Drug Convention, the 1961 UN Single Convention on Narcotic Drugs, the 1972 Protocol amending the Single Convention, and the 1971 UN Convention on Psychotropic Substances. Singapore and the United States continue to cooperate in extradition matters under the 1931 Multilateral Convention on Extradition. Singapore and the United States signed a Drug Designation Agreement (DDA) in November 2000, strengthening existing cooperation between the countries on drug cases, including in asset forfeiture and sharing of proceeds. In the past, the lack

of such a bilateral agreement had been an occasional handicap. The DDA has also facilitated the exchange of banking and corporate information on drug money laundering suspects and targets. This includes access to bank records, testimony of witnesses, and service of process. The DDA is the first such agreement Singapore has undertaken with another government. Singapore has signed mutual legal assistance agreements with Hong Kong and ASEAN. The United States and Singapore have held discussions on a possible bilateral MLAT, most recently in December 2005, although there have been no formal negotiations since 2004. Singapore signed the UN Convention against Transnational Organized Crime in December 2000.

¶12. Cultivation/Production. There was no known cultivation or production of narcotics in Singapore in 2004 or 2005.

¶13. Drug Flow/Transit. Singapore is one of the busiest seaports in the world. Approximately 80 percent of the goods flowing through its port are in transit or are transshipped and do not enter Singapore's customs area. Due to the extraordinary volume of cargo shipped through the port, it is highly likely that some of it contains illicit materials. Singapore does not require shipping lines to submit data on the declared contents of transshipment or transit cargo unless there is a Singapore consignee to the transaction. The lack of such information makes enforcement a challenge. Customs authorities rely on intelligence to discover and interdict illegal shipments. GOS officials have been reluctant to impose tighter reporting or inspection requirements at the port from concern that inspections could interfere with the free flow of goods, thus jeopardizing Singapore's position as the region's primary transshipment port. However, Singapore has increased its scrutiny of goods. In January 2003, Singapore's new export control law went into effect. The GOS plans to expand its strategic goods control list in January 2008. While both the law and the control list seek to prevent the flow of WMD-related goods, they introduce additional monitoring of some transshipped cargo. In March 2003, Singapore became the first Asian port to commence U.S. Container Security Initiative (CSI) operations, under which U.S. Customs personnel prescreen U.S.-bound cargo. While this initiative also is aimed at preventing WMD from entering the United States, the increased scrutiny and

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information it generates could also aid drug interdiction efforts. Singapore amended its Corruption, Drug Trafficking, and Other Serious Crimes (Confiscation of Benefits) Act in May 2006 to add 108 new categories to its "Schedule of Serious Offenses."

¶14. The Government of Singapore participates in the precursor chemical control programs, including Operation Purple, Operation Topaz, and Operation Prism. The CNB works closely with DEA to track the import of modest amounts of precursor chemicals for legitimate processing and use in Singapore. CNB's precursor unit monitors and investigates any suspected domestic diversion of precursors for illicit use. The CNB also monitors precursor chemicals that are transshipped through Singapore to other regional countries, although, as noted above, data on transshipment and transit cargo are limited. Singapore notifies the country of final destination before exporting transshipped precursor chemicals.

¶15. Domestic Programs (Demand Reduction). Singapore uses a combination of punishment and rehabilitation against first-time drug offenders. Many first-time offenders are given rehabilitation instead of jail time, although the rehabilitation regime is mandatory and rigorous. The government may detain addicts for rehabilitation for up to three years. In an effort to discourage drug use during travel abroad, CNB officers may require urinalysis tests for Singapore citizens and permanent residents returning from outside the country. Those who test positive are treated as if they had consumed the illegal drug in Singapore.

¶16. Adopting the theme, "Prevention: The Best Remedy,"

Singapore authorities organize sporting events, concerts, plays, and other activities to reach out to all segments of society on drug prevention. Drug treatment centers, halfway houses, and job placement programs exist to help addicts reintegrate into society. At the same time, the GOS has toughened anti-recidivist laws. Three-time offenders face long mandatory sentences and caning. Depending on the quantity of drugs involved, convicted drug traffickers may be subject to the death penalty, regardless of nationality.

IV. U.S. Policy Initiatives and Programs

¶17. Singapore and the United States continue to enjoy good law enforcement cooperation. In fiscal year 2005, approximately 25 GOS law enforcement officials (including 14 from the CNB) attended training courses at the International Law Enforcement Academy (ILEA) in Bangkok on a variety of transnational crime topics. In addition, CNB officers attended a Drug Unit Commanders course in Quantico, Virginia and an International Narcotics Enforcement Managers course in Honolulu, Hawaii. The GOS has cooperated extensively with the United States and other countries in drug money laundering cases, including some sharing of seized drug-related funds discovered in Singapore banks.

¶18. The Road Ahead. The United States will continue to work closely with Singapore authorities on all narcotics trafficking and related matters. Increased customs cooperation under CSI and other initiatives and the prospect of a possible future MLAT agreement will help further strengthen law enforcement cooperation.

¶V. Statistical Tables:

¶19.

Local Drug Abusers (Total and New) Arrested:

 2004: Total = 955, New = 604
 2005: Total = 793, New = 453*

*new drug abusers in 2005 decreased 25%

Local Offenders by Drug Type (2005):

 Nimetazepam: 26%
 Ketamine: 24%
 Methamphetamine: 18%
 Cannabis: 13%
 MDMA: 11%
 Heroin: 8%

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Comparison of Total Offenders (2004 and 2005):

	CY-2004	CY-2005
Heroin	111	62
Cannabis	117	102
MDMA	101	91
Methamphetamine	125	143
Ketamine	306	192
Nimetazepam	191	203
Cocaine	4	0

First-Time Offenders by Drug Type (2005):

 Nimetazepam: 29%
 Ketamine: 27%
 Methamphetamine: 16%
 MDMA: 15%
 Cannabis: 11%
 Heroin: 2%

Comparison of First-Time Offenders (2004 and 2005):

 CY-2004 CY-2005

Heroin	16	8
Cannabis	85	50
MDMA	90	68
Methamphetamine	76	71
Ketamine	218	124
Nimetazepam	115	132
Cocaine	4	0

Offenders by Ethnicity (2004 and 2005):

	CY-2004	CY-2005
Chinese	688	581
Malay	177	133
Indian	75	61
Others	15	18

Offenders by Age Group (2004 and 2005):

	CY-2004	CY-2005
Below 20*	107	57
20 Q 29	424	377
30 Q 39	254	220
40 +	170	139

*Drug offenders arrested across all age groups registered declines in 2005, with the largest decline (47%) among offenders below 20 years of age.

Drug Seizures (2004 and 2005):

	CY-2004	CY-2005
Heroin	4.5 kg	6.3 kg
Cannabis	9 kg	4.2 kg
MDMA	6,441 tabs	4,434 tabs
Crystal Methamphetamine (QiceQ)	0.4 kg	0.5 kg
Methamphetamine Tablets	16,235 tabs	83 tabs
Ketamine	4.7 kg	8.5 kg
Nimetazepam	156,922 tab	20,833 tabs
Cocaine	0.06 kg	0.02 kg

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